

**Statement of Gregory Giddens**  
**Department of Homeland Security**  
**Director, Secure Border Initiative Program Executive Office**  
**Before House Committee on Homeland Security**  
**Subcommittee on Management, Integration, and Oversight**  
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Chairman Rogers, Ranking Member Meek, and members of the Committee: Thank you for the opportunity to address you today, and for your ongoing support of the Department of Homeland Security's (DHS) efforts to keep America's borders safe and secure. I am Gregory Giddens, Director of the DHS Secure Border Initiative (SBI) Program Executive Office. I am pleased to be here today to discuss the legacy border surveillance technology program known as the Integrated Surveillance Intelligence System (ISIS), and to identify how DHS has incorporated the lessons learned in our acquisition and management processes as we move forward to gain control of our nation's borders.

DHS shares Congressional concern over the problems identified in the December 9, 2004, audit report by the Inspector General (IG), General Services Administration (GSA), regarding the administration and oversight of the procurement of the Remote Video Surveillance System (RVSS), one component of the Integrated Surveillance Intelligence System (ISIS). These concerns were a major factor in the decision to terminate the ISIS program and related contracts at the end of FY2004.

In 2004, the successor border surveillance technology project referred to as the America's Shield Initiative (ASI) was initiated and designed to ensure the shortcomings or problematic issues of ISIS were not repeated. The requirements of this program are now being subsumed into a more comprehensive program called the Secure Border Initiative (SBI), which will be discussed in greater detail later. SBI incorporates similar sound acquisition and procurement strategies

### **The ISIS Project**

ISIS had its origins in a program begun in 1998 to improve Border Patrol surveillance capabilities by acquiring new sensors, cameras, and Intelligent Computer-Aided Detection (ICAD) capabilities. Border Patrol was then a part of the former Immigration and Naturalization Service (INS). The Office of Information Resources Management (OIRM) at the INS originally was the Program Manager for this effort. Through a 1998 Memorandum of Understanding between INS and the General Services Administration (GSA), the initial ISIS contract vehicles, including the Remote Video Surveillance System (RVSS) program, were GSA Federal Supply Schedule contracts.

The RVSS project installed camera systems mounted on poles, towers, and other structures at a limited number of locations on the northern and southern borders. The cameras transmitted video images back to a control room where Law Enforcement Communications Assistants viewed the images and dispatched Border Patrol agents as

necessary. At first the RVSS Project was supported through a series of individual orders with various contractors. In 1999, GSA selected a single vendor, the International Microwave Corporation (IMC) (later purchased by L-3 Communications), to provide RVSS capabilities as requested by OIRM in response to Border Patrol requirements. The award was converted to a Blanket Purchasing Agreement (BPA) between GSA and IMC in November 2000 under GSA Federal Technology Schedule 70, with a period of performance from November 8, 2000, until September 30, 2004. Under the BPA, OIRM provided program management oversight of the ISIS, and GSA served as the Contracting Officer (CO) and the Contracting Officer's Technical Representative (COTR).

In April 2001, program management responsibilities for the ISIS BPA were transferred to the Office of Border Patrol (OBP) through a Memorandum of Understanding signed by OIRM and OBP. GSA continued to exercise CO and COTR authority. With the creation of the DHS in March 2003, OBP became a part of U.S. Customs and Border Protection (CBP) and OIRM became part of Immigration and Customs Enforcement (ICE). Because of the continuously unresolved prior and ongoing problems with the IMC contract, CBP allowed the contract to lapse in September 2004, rather than renew it.

The CBP Office of Finance is continuing to work with GSA to recertify all remaining ISIS funding, which can only be utilized for the original intent of providing border surveillance technology.

## **IG Reports**

Numerous problems with the RVSS project resulted in the GSA Administrator requesting the IG to conduct an audit. This audit covered all the GSA Federal Technology Service's (FTS) Regional Client Support Centers and was performed by the GSA IG office in Fiscal Years (FY) 2003 and 2004. Although the majority of the audit findings related to GSA's procurement practices and alleged mismanagement by the integration contractor with regard to the purchase and installation of the RVSS, some of the findings and recommendations also focused on the OBP role in program management.

The GSA IG report identified three major areas with regard to the ISIS/RVSS acquisition that related to CBP/OBP:

- Inadequate contract management and oversight.
- Lack of acquisition planning.
- Inadequate provision for competition.

The DHS Inspector General issued a report (OIG-06-15) in December 2005 entitled "A Review of Remote Surveillance Technology Along the U.S. Land Borders" which also catalogues CBP's corrective actions regarding the problems with the ISIS project.

## **Corrective Actions Addressed Through ASI**

In 2004, CBP initiated ASI. ASI was designed to provide technology to improve our nation's ability to detect, classify, and respond to illegal attempts to enter the United States between the ports of entry.

CBP took a rigorous approach to managing and overseeing ASI planning for major acquisitions and investments, with a specific focus on correcting the problems that had existed with the previous ISIS effort. An ASI Program Management Office (PMO) was developed and staffed by the CBP OBP, the Office of Information and Technology, the Office of Procurement, and contractor personnel. PMO personnel were well qualified in program management, systems acquisition, logistics, contract management and oversight, and engineering, and brought a significant level of experience to the program. The PMO ensured its procurement processes and structure adhered strictly to Federal and DHS procurement guidelines.

To govern the operation of the PMO and comply with DHS investment management policy, the PMO created and implemented the following formal plans and processes for the acquisition of the ASI. This detailed level of planning meets the highest standards of federal enterprise architecture for acquisition projects and ensured all activities associated with the project were firmly under the supervision of senior management:

- Cost-benefit analysis
- Program Management Plan
- Acquisition Performance Baseline
- Acquisition Plan
- Source Selection Plan (draft)
- Risk Management Plan
- Test and Evaluation Master Plan
- Configuration Management Plan
- Integrated Logistics Support Plan
- Program Level Work Breakdown Schedule and Integrated Schedule

In accordance with FAR, Parts 7 and 39, the ASI Program Manager developed a comprehensive acquisition strategy that emphasizes the use of non-developmental, open systems technology to both ensure competition and to shorten the amount of time required to field the first incremental capabilities to the field. ASI planned to validate technologies and approaches through prototyping before approval was given to enter the production phase.

The ASI plan envisaged that:

- The ASI program manager, contracting officer, contracting officer technical representatives (COTR) and support staff would be responsible for day-to-day administrative matters as well as cost, schedule and performance tracking.

- Contract performance would be managed through the application of Earned Value Management, the Contractor's CMMI Level 3 methodology, program management reviews, and design and milestone reviews.
- A procuring contracting officer would be on-site during the period of performance for the prototype development and acceptance testing.
- The contractor would be required to provide a quality management plan within 60 days of contract award.
- The contract and, as appropriate, any associated task orders will have a Government point of contact who will periodically audit the contractor's implementation of its quality management plan.
- A deliverables review system would be established by CBP to ensure timely delivery and Government inspection and acceptance of deliverables required in the contract.
- Each line item would be accepted after successful completion of acceptance testing.
- Invoices would be reviewed by the COTR to ensure that the contractor has met all the acceptance criteria before the approval and payment of each invoice.
- CBP and the development and integration contractor would identify, assess, track, and mitigate all risks that can potentially impact contract cost, schedule, and performance.

### **The Secure Border Initiative – The Way Forward**

On November 2, 2005, Secretary Chertoff announced a comprehensive multi-year plan to secure America's borders and reduce illegal immigration. The, the Secure Border Initiative (or SBI) focuses broadly on three major themes, controlling the border, immigration enforcement within the United States, and the Temporary Worker Program.

The Secretary's vision for SBI includes:

- More agents and officers to patrol our borders, secure our ports of entry and enforce immigration laws;
- Expanded detention and removal capabilities to eliminate "catch and release";
- A comprehensive and systematic upgrade of the technology used in controlling the border, including use of manned and unmanned aerial assets (UAV's);
- Increased investment in infrastructure improvements – providing additional physical security and to sharply reduce illegal border crossings;
- Improve interior enforcement of our immigration laws.
- Working in close coordination with international partners to ensure illegal entrants are quickly returned to their countries of origin.

DHS has instituted specific leadership and management structures through SBI which will ensure program management deficiencies of legacy efforts such as ISIS are not repeated. Specifically, DHS has created an SBI Program Executive Office within the Office of the Assistant Secretary for Policy, Planning and International Affairs. I am the Director of that office. Weekly meetings are chaired by the Secretary and attended by a

broad scope of DHS senior leaders to ensure we are realizing near term improvements in our immigration enforcement with existing resources, while continuing to focus on building a multiyear strategy that will address the gaps in our current approach. We also place a priority in working with our international partners, particularly in the area of detention and removals. We are appreciative of those nations that work with us most closely in this area; I would like to specifically note the excellent cooperation that we have experienced with El Salvador and Honduras.

Furthermore, CBP has created an SBI program management office (PMO) in the Office of Policy of Planning with direct reporting responsibility to the Commissioner. The organizational structure provides the SBI PMO with the advantage of drawing on the full range of relevant expertise and capabilities within CBP to ensure fully successful management of the effort. Leaders from the operational side of the agency provide overall project management, while the acquisition process for SBI technology and infrastructure are supervised by highly trained and certified program managers with extensive experience in the Federal Acquisition Regulations (FAR). The PMO also leverages expertise from the ASI PMO. Similarly, program management offices are also being developed for the Immigration and Customs Enforcement and Citizenship and Immigration Services.

### **SBI<sup>net</sup>**

A critical component of the SBI strategy to control the border is the Department's plan to launch a comprehensive program to transform its border control technology and infrastructure. This program, named *SBI<sup>net</sup>*, will integrate multiple state of the art systems and traditional security infrastructure into a single comprehensive border security suite for the department. CBP will serve as the executive agent for the *SBI<sup>net</sup>* program -- leading, managing, and working with an industry integrator to implement this aggressive new DHS program.

Last month, DHS held an "Industry Day" to reach out to America's private industry as a first step in building a strategic partnership in support of the Secure Border Initiative (SBI). More than 400 representatives from the private sector attended the *SBI<sup>net</sup>* Industry Day, which challenged industry to develop an integrated solution using a combination of new technology, tactical infrastructure, personnel, facilities, sensor and response platforms, communications, as well as existing government resources and infrastructure.

The DHS goal is to award an integrator contract by the end of this fiscal year through a constructive down select competition in full compliance with the FAR. DHS has contracted with an independent contractor to provide professional assistance with drafting the Request for Proposal and the process of reviewing proposals submitted in response.

We expect the private sector systems integrator to help CBP and DHS provide a solution that provides deterrence, detection, and apprehension by a solution that:

- Fully integrates and balances the tradeoffs of personnel, technology and infrastructure requirements
- Addresses the need to coordinate operations and share information among all relevant DHS agencies and other federal, state, local and tribal law enforcement, defense, legal and intelligence agencies.
- Evaluates the illegal entry threat against the current level of resources, prioritizes the shortfalls based on areas of greatest operational need, and provides a comprehensive road-map for achieving full operational control of the border in the shortest possible time.
- Includes a detailed and comprehensive set of performance measures to ensure we have a robust ability to view and understand the impact of adding resources to ensure the expected improvements in operational capabilities actually are occurring

### **Rigorous Program Management and Leadership**

DHS is well positioned to meet the challenges of awarding and overseeing *SBI<sub>net</sub>*, and ensuring mistakes of the past are not repeated. The following actions have been instituted to establish rigorous program management and leadership necessary for success of large scale projects such as *SBI<sub>net</sub>*: Specifically:

- For major programs, oversight is provided by the DHS Program Executive and Central Procurement Offices, as well as by Senior Management in DHS organizations.
- The CBP SBI Program Management Office will include an independent, objective assessment of acquisition planning and implementation activities.
- The contractor will be required to provide a quality management plan within 60 days of contract award.
- CBP and the integration contractor will identify, assess, track and mitigate all risks that can potentially impact contractor costs, schedule, and performance
- The program manager, contracting officer, contracting officer technical review (COTR) will be held to the highest standards of accountability for program performance
- Contract performance will be managed through the application of Earned Value Management, program management reviews, and design and milestone reviews.
- A Contracting Officer will be assigned to CBP Acquisition Project Management Offices for the duration of the program to provide effective oversight for acquisition planning, solicitation, and contract administration activities.
- The contract and associated task orders will have a Government point of contact who will periodically audit the contractor's implementation of its quality management plan.
- CBP will establish a deliverables review system to ensure timely delivery and Government inspection and acceptance of deliverables required in the contract.
- Line items will be accepted only after successful completion of acceptance testing.

## **Conclusion**

Gaining control of the border is a major challenge, which requires a comprehensive strategy that fully integrates personnel, technology and infrastructure most effectively. , and through the Secure Border Initiative the Federal Government has defined this goal as a major priority.

Under this program, effective measures will be in place to provide high standard program management, direct supervision of all program activities by senior leadership, detailed performance metrics to measure operational capabilities.

Several IG, GAO and Congressional reviews of the problems associated with the ISIS program have highlighted the serious shortcomings in the management of the acquisition and procurement process, and DHS has taken steps to ensure similar problems do not occur in any current or future program.

## **Closing**

Thank you again for the opportunity, Mr. Chairman to speak to you today. I will be happy to answer any questions from you or the other Members of the Subcommittee.